

ASSEMBLY THIRD READING  
 AB 2514 (Thurmond)  
 As Amended April 18, 2018  
 Majority vote

Committee	Votes	Ayes	Noes
Education	6-0	O'Donnell, Kiley, Kalra, McCarty, Thurmond, Weber	
Appropriations	13-2	Gonzalez Fletcher, Bloom, Bonta, Calderon, Carrillo, Chau, Eggman, Fong, Friedman, Eduardo Garcia, Nazarian, Quirk, Reyes	Bigelow, Obernolte

**SUMMARY:** Establishes the Pathways to Success Grant Program, for the purpose of providing grants for the establishment and expansion dual language immersion programs, developmental bilingual programs for English learners, and early learning dual language learners programs. Specifically, **this bill:**

- 1) Establishes the Pathways to Success Grant Program with the goal of providing pupils in preschool through grade 12 with dual language immersion programs, developmental bilingual programs for English learners, or early learning dual language learners programs that are consistent with the adopted state policy called the English Learner Roadmap.
- 2) States that the purpose of the Pathways to Success Grant Program is to grow capacity for high-quality dual language learning by doing all of the following:
  - a) Establishing dual language immersion programs or developmental bilingual programs for English learners for pupils in elementary and secondary schools.
  - b) Establishing dual language immersion or developmental bilingual programs for dual language learners in state preschool programs.
  - c) Expanding existing dual language immersion programs or developmental bilingual programs for English learners.
  - d) Providing professional development modules to school districts, schools, county offices of education, or a consortium of these entities, with demonstrated professional development techniques on how to design and implement new, or to expand existing, dual language immersion programs or developmental bilingual programs for English learners and early learning dual language learners.
- 3) Defines the following terms for purposes of this act:
  - a) "English learner" means a pupil who is "limited English proficient" as that term is defined in the federal No Child Left Behind Act of 2001.

- b) "Native speaker of English" means a pupil who has learned and used English in his or her home from early childhood and English has been his or her primary means of concept formation and communication.
  - c) "Dual language immersion program" means a program that enrolls both English learners and native speakers of English and provides integrated language learning and academic instruction for native speakers of English and native speakers of another language, with the goals of high academic achievement, first and second language proficiency, and cross-cultural understanding. These programs are also known as two-way bilingual immersion programs.
  - d) "Developmental bilingual program for English learners" means a program in which academic instruction and literacy development occurs in both a pupil's home language and in English. It is a program that exists across all grade levels in schools. Academic curriculum is taught through a pupil's home language plus English language development, with increasing academic instruction in English until pupils develop literacy in both languages, at which point academic study in both languages continues.
  - e) "Early learning dual language learners program" refers to language programs in early care and education settings that serve children from birth to five years of age before entry into kindergarten. These programs include, but are not necessarily limited to, preschool, expanded transitional kindergarten, and transitional kindergarten, where the goal is to support development of both languages and to promote bilingualism and biliteracy.
  - f) "Dual language learners" (DLLs) means from birth to age five who are learning two or more languages at the same time, or who are learning a second language, such as English, while continuing to develop their home language.
- 4) Requires the California Department of Education (CDE) to administer the Pathways to Success Grant Program, as a three-year grant program.
- 5) Requires, commencing September 1, 2019, CDE to award a minimum of 10 one-time grants of up to three hundred thousand dollars (\$300,000) per grant, to the following entities:
- a) A school district
  - b) A consortium composed of a school district in partnership with one or more of the following:
    - i) Other school districts
    - ii) County offices of education
    - iii) Bilingual teacher programs in schools of education in institutions of higher education
  - 6) A consortium of charter schools, other than for-profit charter schools, established for the purpose of establishing or expanding dual language immersion programs, developmental bilingual programs for English learners, or early learning dual language learners programs.
- 7) Requires that CDE award these grants to entities for the purpose of:

- a) Establishing a dual language immersion program or developmental bilingual program for English learners.
  - b) Expanding an established dual language immersion program or developmental bilingual program for English learners.
  - c) Establishing—early learning dual language learners programs in state preschool programs operated by school districts and charter schools.
- 8) Requires that, when awarding a grant to an applicant proposing to establish a dual language immersion program or developmental bilingual program for English learners in a target language other than Spanish, the CDE provide additional funding of up to twenty thousand dollars (\$20,000) over the amount of the grant awarded.
- 9) Grants priority to proposals for programs with an enrollment that consists of at least 40% English learners.
- 10) Requires the CDE to identify criteria for evaluating applicants and awarding the grants.
- 11) States that an eligible entity may apply to the department to receive a grant and that participation in this grant program shall be on a voluntary basis.
- 12) Requires that an application include a description of all of the following:
- a) The high-quality curriculum and instruction to be provided by the dual language immersion program or developmental bilingual program for English learners.
  - b) Projected grade levels, number of school districts, number of schoolsites, and number of classrooms proposed in the expansion or establishment of dual language immersion programs or developmental bilingual programs for English learners, for each grant.
  - c) The early learning dual language learners program to be provided to dual language learners in early childhood education programs, such as state preschool, the high-quality curriculum and instruction, and the projected number of classrooms included for each grant.
  - d) Pupil enrollment, disaggregated by English learners, dual language learners, and native speakers of English.
  - e) How the program for which the applicant proposes to use the grant will serve the applicant's English learner population and dual language learners, including outreach to families who speak the target language of the new or expanded program.
  - f) How the applicant will secure bilingual teachers, bilingual preschool educators, bilingual paraeducators, and bilingual program staff.
  - g) How the applicant will sustain its expanded or new dual language immersion program, developmental bilingual program for English learners, or early learning dual language learners program beyond the three-year grant period.

- h) Evidence of support by the school district's county board of education or the governing board of the school district, or the governing bodies of the charter schools in a consortium of charter schools.
  - i) Efforts to align program goals with school district responsibilities relative to the parent and community engagement process required for the development of a local control and accountability plan (LCAP).
  - j) A program budget identifying the amount of funding proposed to be expended for the allowable expenses, including information on how much grant funding will be spent at each schoolsite.
  - k) Available funding within the current or projected budget for the three-year grant period that will be committed in addition to grant funding, including any funding received pursuant to its Local Control Funding Formula allocation, federal law, or other sources.
  - l) How the applicant will collect data required by the department for purposes the report required by this act. Requires the application to include the number of pupils to be served, including English learners, native English speakers, and dual language learners, by the applicant and the number of pupils successfully completing programs described in this article at the elementary and secondary levels and in early childhood education programs.
  - m) Assurance that the applicant will sustain and maintain the program or programs described in this article and a description of the support, including funding, it has to do so.
- 13) Requires the CDE, in administering the program, to:
- a) Review applications and award grants.
  - b) Provide technical assistance to school districts, county offices of education, or consortia implementing a dual language immersion program, developmental bilingual program for English learners, or early learning dual language learners program.
  - c) Identify data to be collected by grant recipients.
  - d) Identify how it will collect data reported by grant recipients, and how it will make that data available to the public.
- 14) Requires the CDE to consult with the following persons and entities in the development of the criteria for awarding the grants and in developing the professional development modules:
- a) Professional organizations with demonstrated expertise and experience in developing, implementing, and maintaining a dual language immersion program, developmental bilingual program for English learners, and early learning dual language learners program.
  - b) Classroom teachers providing instruction in a dual language immersion program, development bilingual program for English learners, or early learning dual language learners program.

- c) Principals of schools with an existing dual language immersion program, developmental bilingual program for English learners, or early learning dual language learners program.
  - d) Researchers and representatives of nonprofit professional organizations with demonstrated expertise and experience specific to dual language immersion programs, developmental bilingual programs for English learners, or early learning dual language learner programs.
- 15) Requires a grant recipient to use the grant for any of the following purposes:
- a) School administrator, teacher, and staff training specific to the implementation and maintenance of a dual language immersion program, developmental bilingual program for English learners, or early learning dual language learners program.
  - b) Recruitment of bilingual preschool, elementary and secondary school teachers and paraeducators.
  - c) Professional development for teachers after the initial establishment of the program.
  - d) Ongoing outreach to families of pupils, including strategies for family engagement.
  - e) Establishment and support of language learning professional learning communities for teachers.
  - f) Instructional coaches with demonstrated expertise and experience in implementing a dual language immersion program, developmental bilingual program for English learners, or early learning dual language learner program.
  - g) Instructional materials in target languages for proposed dual language immersion programs, developmental bilingual programs for English learners, or early learning dual language learners programs.
- 16) Requires that an applicant use the grant to supplement funding used for ongoing program costs received pursuant to its local control funding formula allocation and federal funding, such as Title I, II, or III funding.
- 17) Requires that, on or before June 30, 2025, the CDE to submit a report to the appropriate committees of the Legislature detailing the successes, best practices, barriers or constraints, and outcomes of school district and consortium programs funded with grants pursuant to this article. Requires the report to include the number of pupils in dual language immersion programs, developmental bilingual programs for English learners, and early learning dual language learners programs, and how these programs supported the goals of each of the school district programs and consortia funded with these grants.
- 18) Permits the CDE to contract with an outside entity with demonstrated experience and expertise relating to establishing, administering, and maintaining dual language immersion and developmental bilingual programs for English learners for purposes of completing the report.
- 19) Makes the act contingent upon an appropriation for its purposes in the annual Budget Act or another statute.

**FISCAL EFFECT:** According to the Assembly Appropriations Committee:

- 1) One-time Proposition 98 General Fund (GF) costs of between \$3 and \$3.2 million to provide grants of as much \$320,000 over a three-year period for schools to expand dual immersion and bilingual programs.
- 2) One-time GF costs of about \$300,000 to the CDE for additional staffing over the 2018-19 through the 2021-22 schools years to develop the grant application and professional development modules, perform data-related activities, provide technical assistance to grantees, and prepare a report.
- 3) One-time GF costs of about \$60,000 to the CDE to consult with experts and stakeholders to award the grants and develop professional development modules.

**COMMENTS:**

*Need for the bill.* The author's office states: "AB 2514 establishes the Pathways to Success Grant Program to be administered by the California Department of Education, a three year-program for the purpose of allowing local educational agencies to establish or expand existing dual language immersion or developmental bilingual programs, or start dual language early childhood education programs.

The National Academies of Science, Engineering and Mathematics' 2017 report makes clear the advantages of biliteracy programs in pre-school through 12th grade. The English Learner Roadmap approved by the State Board of Education in November 2017 affirmed that California's vision for English learners students is proficiency in English and another language. Proposition 58 (California Education for a Global Economy Initiative, approved by 73.5% of the voters, promotes and supports multilingual education. With its passage, local educational agencies have the opportunity to expand upon the success of existing multilingual/bilingual programs or establish new ones, whether in pre-school or Transitional Kindergarten through 12<sup>th</sup> grade.

Even though California has 1.3 million English learners (ELs) attending our public schools, currently only 425 public schools offer dual language immersion programs. Local education agencies (LEAs) require additional resources and support to pursue the expansion of or establishment of new multilingual/bilingual programs. This bill is a first step in providing LEAs interested in implementing Proposition 58 in their districts by providing grant "seed" funding."

*Proposition 58 clears the way for more dual immersion and bilingual programs.* Proposition 58 (California Education for a Global Economy Initiative), which was approved by the voters at the November, 2016 election, repealed key provisions of Proposition 227 (1998). Proposition 227 virtually eliminated bilingual programs in California, though dual language immersion and programs enrolling English learners and bilingual programs were permitted if the parents of English learners signed waivers. Under Proposition 58, parental waivers are no longer required for English learners to participate in dual language immersion or bilingual programs, and schools are required to offer such programs if enough parents request it, to the extent possible.

*What are dual language immersion programs?* This bill proposes to provide funding to support the development of dual language immersion and other programs. This bill defines dual language immersion programs as "a program that provides integrated language learning and academic instruction for native speakers of English and native speakers of another language,

with the goals of high academic achievement, first and second language proficiency, and cross-cultural understanding." This bill states that these programs are also known as Two-Way Bilingual Immersion programs.

According to the CDE, dual language immersion programs:

- 1) Provide instruction for proficiency in both native language and English
- 2) Include students with an English background and students from one other language
- 3) Instruction is in both languages, typically starting with smaller proportions of instruction in English and gradually moving to half in each language
- 4) Students typically stay in the program throughout elementary school

According to the CDE, there are "50:50" and "90:10" dual immersion models, which refer to the amount of time students study in the target language and English. In a 90:10 model, early instruction is nearly all in the target language, and decreases over time as English increases, until there is a 50:50 balance. A 50:50 model uses English and the target language for 50 % of instructional time, throughout the duration of the program. The CDE notes that both models are effective but that the 90:10 model results in higher levels of bilingualism.

According to the CDE, two-way immersion programs are based on years of research from the language immersion models in Canada designed for English speakers learning French. This model, in which English-speaking students are instructed in French for up to 100% of their day, shows that students perform as well as or better on tests of English than their English-speaking peers who have been instructed only in English.

*Data on dual language immersion programs in California.* The CDE estimates that there are about 200 dual language immersion programs in California, of which 184 are in Spanish, eight are in Mandarin or Cantonese, eight are in Korean, and one is in Japanese. An independent website which maintains a directory of language immersion schools reported that there were, as of 2017, 413 dual language immersion programs, including 372 in Spanish, 27 in Mandarin, nine in Korean, six in Cantonese, three in French, two in Armenian, two in German, one in Italian, one in Hebrew, and one in Hmong.

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